



# **Tanzania Coastal Management Partnership**

## **Proceedings of the Policy Meeting on Integrated Coastal Management in Tanzania**

White Sands Hotel, Dar es Salaam - 29 October, 1998

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# **Proceedings of the Policy Meeting on Integrated Coastal Management in Tanzania**

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## **1.0 Introduction**

### **TOWARDS NATIONAL ICM POLICY**

Over 30 Directors, Commissions and heads of Government sectors key to integrated coastal management in Tanzania attended a one day policy meeting on Integrated Coastal Management (ICM) in Tanzania. The meeting was convened by the Vice President's Office. It was organized by the Tanzania Coastal Management Partnership (TCMP) which is a collaborative effort between the National Environment Management Council, the University of Rhode Island/Coastal Resources Center and the United States Agency for International Development. The TCMP seeks to develop and implement a national Integrated Coastal Management policy that addresses problems at both national and local levels. Since March, 1998 the TCMP, working through inter-sectoral and inter-disciplinary teams, has produced a series of background documents that describe issue areas which a national ICM policy may address. These documents, which were developed through a participatory process with stakeholders from local, district, regional and national levels, were summarized in an *Integrated Coastal Management Policy Meeting Executive Summary*. The Executive Summary was the focus of the meeting's deliberations.

### **PURPOSE**

The purpose of the ICM Policy Meeting was to:

- ☐ Describe the complexities of coastal ecosystems and the challenges for managing them;
- ☐ Review the statements describing critical coastal management issues; and,
- ☐ Recommend key actions that move from issue identification to adoption of an ICM program

### **ACTIONS**

The National ICM Policy meeting reviewed the proposed ICM issues and further:

- ☐ Considered the presentations, remarks and views at the meeting;
- ☐ Endorsed the issues presented to the meeting delegates; and,
- ☐ Discussed and endorsed the issues in the *Executive Summary for the Integrated Coastal Management Policy Meeting* ;

The Policy meeting also:

- ☐ Recommended ways to strengthen the issues;
- ☐ Identified additional issues that need to be addressed by a national ICM policy;
- ☐ Described how an ICM policy should make progress on solving these issues;
- ☐ Outlined the steps that are now necessary to move from issue identification to the adoption of an ICM policy; and,
- ☐ Agreed to reconvene to review the final issues, and develop the goals, objectives and principles of an ICM policy.

The specific recommendations and suggestions made by the meeting participants are contained in section three.

## **2.0 Executive Summary for the ICM Policy Meeting**

### **Tanzania's coast is important for the country's development**

Tanzania's 800 km of coast is of critical importance to the development of the country. The five coastal regions contribute about one third of the national GDP. Estimates indicate that about a quarter of the country's population live in the coastal region. These same areas are very important to the future social and economic growth of this nation. They are rich in natural resources and currently contribute a more than proportionate share of national income. Currently, 75% of the country's industries are located in coastal regions. There is a substantial and un-tapped potential for agriculture, mariculture and fisheries, tourism, shipping, gas exploration, urban development, small-scale mining and manufacturing.

Tanzania's coast is home to some 8 million people, with the largest population concentrations in urban centers of Dar es Salaam, Tanga, Lindi and Mtwara. The rest of the coastal population live in coastal villages, with little access to infrastructure or services. They depend on a mix of coastal resources for food security and very modest livelihoods. Difficult conditions and few opportunities in these villages have resulted in substantial migration, especially by young people, to urban centers. At the same time, high rates of population growth have resulted in increasing overall numbers of people in coastal villages who are placing increasing pressure on declining resources.

The coast also contains the resources that will be the engine for the nation's development. Coastal tourism, mariculture development and natural gas exploration, which are just beginning, are seen as potential activities for national economic development and the overall gradual improvement of the quality of life of the coastal communities.

The challenge is to maintain and improve the resource base on which the rural coastal economy depends, while developing new economic opportunities in a way that benefits the people of the coast and the nation as a whole.

### **Tanzania is committed to Integrated Coastal Management (ICM) and has much experience upon which to build a national programme**

Tanzania has been and continues to be a leader within the Western Indian Ocean Region in the field of coastal management. This leadership is a result of a rich and varied experience in coastal management and a long standing political commitment to make coastal management a reality.

## **Local ICM Programmes in Tanzania**

### **Tanga Coastal Zone Conservation and Development Programme (TCZCP)**

This is the largest pilot project which, through the regional fisheries office, is working at the district and village levels to address critical coastal management issues such as dynamite fishing and the development of alternative sources of livelihood. This programme has demonstrated that management of coastal resources and development activities can be effectively undertaken at the local level. The Tanga Programme place heavy emphasis on capacity building and awareness.

*Lead Agency: Tanga Regional Authority*

### **Kunduchi Integrated Coastal Area Management Project (KICAMP)**

This project has already completed an extensive "listening phase" where coastal issues were identified and a strategy for addressing those issues was developed. Priority issues identified include coastal tourism development, erosion and dynamite fishing.

*Lead Agency: National Environment Management Council*

### **Mafia Island Marine Park (MIMP)**

This Park was established in 1995 under the National Legislation on Marine Parks and Reserves Act of 1994. MIMP is managed by the Fisheries Division with support from the World Wildlife Fund and NORAD. The initial work of the MIMP focus on the problem of dynamite fishing in the Park area. Now it is working with Mafia Island communities to revise the Park management plan and operationalize the management activities.

*Lead Agency: Division of Fisheries*

### **Rural Integrated Project Support (RIPS)**

This project for Mtwara and Lindi region is working with coastal communities to reduce dynamite fishing and raise awareness about the importance of coastal resources. Although RIPS is a broad development project with a wider focus than just coastal management, the experience being generated by the project's activities is important for the national ICM.

*Lead Agency: Regional Authorities*

### **Rufiji Environment Management Project (REMP)**

REMP's goal is to promote the long-term conservation through 'wise use' of the lower Rufiji forests, woodlands and wetlands, such that biodiversity is conserved, critical ecological functions are maintained, renewable natural resources are used sustainably and the livelihoods of the area's inhabitants are secured and enhanced. The project area is within Rufiji District in the ecosystems affected by the flooding of the river.

*Lead Agency: Rufiji District Authority*

At the local level, several programmes are attempting to put ICM principles into practice. There are five local level ICM demonstration projects in Tanzania (summarized in the adjacent box). Each has a different geographic scope, addresses different issues and has followed a somewhat different model for promoting integrated management. Together these programmes provide a rich experience which must inform the national policy process.

At the national level, many government sectoral policy statements (including land, fisheries, environment, forestry, tourism, etc.) recognize the need for an integrated and participatory resource management approach to resolve issues and take advantage of development opportunities. To make progress on developing a national ICM policy and programme, Permanent Secretaries of key government ministries with an important role in ICM convened at a national workshop in Zanzibar in 1995. Delegates to the meeting agreed to support the creation of a national ICM program that will effectively address coastal and marine problems. The current national policy

initiative is one expression of the Government's commitment.

At the regional and international level, Tanzania has actively supported ICM principles and programmes. The government of Tanzania has signed and ratified International Conventions that endorse the importance of ICM including the Nairobi Convention and its Protocols, the Convention on Biodiversity, and the Convention on Climate Change. Tanzania also hosted and chaired the first regional inter-ministerial conference on ICM for Eastern Africa and Island states held in Arusha (1993) and participated in the second conference on the same held in Seychelles (1996). Tanzania signed resolutions resulting from these conferences that provided the basic roadmap for ICM development and implementation at the national level. Most recently, Tanzania participated in the Pan African Conference on Sustainable Integrated Coastal Management (PACSICOM) held in Maputo (July 1998). The conference recognized the need for African coastal states to move towards more integrated policies and practices of sustainable integrated coastal management for improving the quality of life for African coastal communities.

### **Tanzania is actively working to establish an effective national coastal management policy and program**

To build upon the Government of Tanzania's commitment to coastal management and to facilitate the establishment of a foundation for effective coastal governance, the Tanzania Coastal Management Partnership (TCMP) was formed. The TCMP, is a cooperative initiative among the Vice President's Office through the National Environment Management Council (NEMC), the United States Agency for International Development and the University of Rhode Island's Coastal Resources Center (URI-CRC). The TCMP works with existing network of ICM programs and practitioners to facilitate a participatory, transparent process to unite government and the community, science and management, sectoral and public interests to wisely conserve and develop coastal ecosystems and resources.

The **Goal** of the Partnership is to ***establish the foundation for effective coastal governance***. During the next five years, the TCMP will work towards achieving the following **results**:

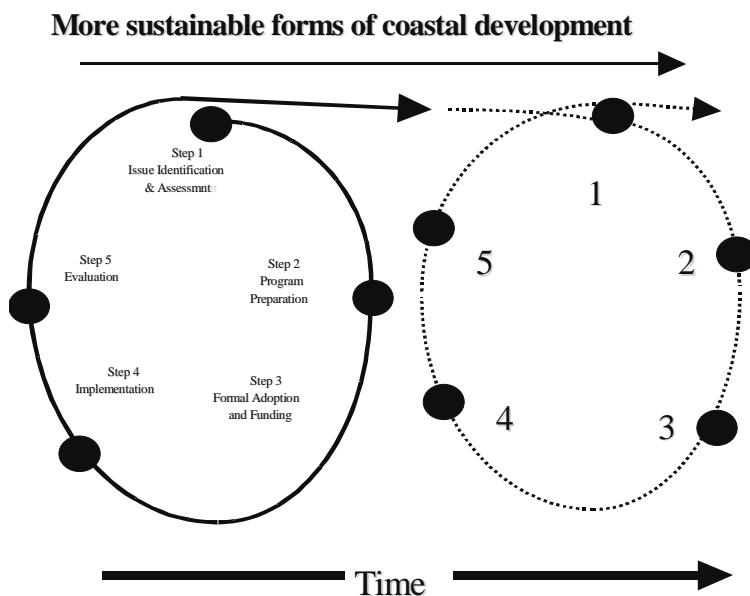
- Integrated coastal management policy that is effectively applied to coastal problems at both the national and local levels developed;
- Intersectoral mechanisms for addressing emerging coastal economic opportunities demonstrated;
- Enabling conditions for integrated coastal management improved;
- Human and institutional capacity for integrated coastal management built; and
- Tanzania's coastal management experience informed by and contributing to ICM regionally and globally.

## Global experience can inform the Tanzania national ICM policy process

There is no “formula” or one correct model for how to practice ICM. Each country must invent a program that reflects its societal aspirations, and is attuned to its unique socio-political and cultural context. There is, however, a large body of ICM experience– both in failure and success – from around the world upon which Tanzania can draw. This experience highlights several important lessons.

First, international experience reveals **that coastal policy formulation is largely a governance process**; a process that is both cyclical and generational with the scale, scope and complexity increasing with each generation. The policy cycle begins by identifying and assessing the issues in the stretch of coast in question, and then proceeds to set

### The ICM Process



objectives and prepare a plan of policies and actions. Next comes formalization through a law, decree or interagency agreement, and the securing of funds for implementation of some selected set of actions. Policy implementation is the step in which procedures and actions planned in the policy formulation stage are made operational. Evaluation and adjustment are the crucial end steps of a cycle of policy, from which a new generation is launched.

No coastal management program or policy achieves all of its aspirations in a


single “generation.” If a program is strategic, it will define in general terms an end goal and then carefully and pragmatically define its intermediate objectives for a given generation of the policy cycle.

Second, there is an increasing international consensus **on critical success factors for initiating and sustaining effective ICM programs**. These are summarized in the adjacent box.

#### Critical Success Factors for Initiating and Sustaining ICM Programs

- Leadership, both political and technical
- Participation by all key state and parastatal groups, resources users and private sector stakeholders throughout program planning and implementation
- Ownership of the initiative at both local and national levels
- Strategic, issue-driven program focus and goal-driven/action oriented solutions
- Implementation occurs concurrently with planning
- Integration across sectors and scales of management
- Integration of scientific information into the policy process
- Sufficient professional capacity
- Matching program activities to capabilities of the institutions.
- Periodic self -assessment and adjustment to promote learning and adaptive management.

### Strategic Choices for an ICM Policy

- 
1. What is the appropriate scope of the coastal policy?
  2. How should the coast be defined?
  3. What is an appropriate approach to policy development?
  4. What functions and institutional arrangements should be considered?
  5. What funding and resources are needed?
  6. How should the policy “learn” from experience, and adapt to new circumstances?

Third, international experience clearly suggests that successful policy formulation requires that a series of clear choices be made; and that these strategic choices be made at the appropriate time in the cycle of policy development, with sufficient consultation and information. The first strategic choice concerns the scope of policy. This is the emphasis of today's discussion. International experience emphasises the importance of maintaining a **strategic focus** in developing and implementing a coastal management programme. The programme must be selective about which issues to address, and where and when to address them. Programmes fail when they try to

do too much at once, or are spread too thinly. The scale, scope and complexity of coastal policy usually increase through the successive completion of policy cycles. Another major strategic choice will ultimately have to be made about appropriate functions and institutional arrangements for the implementation of the coastal policy and programme. **A key lesson from international experience is that discussions on institutional arrangements should not be made prematurely.** Until it is clear what the goals, objectives, functions, and approach of the programme will be, wise choices about the best institutional arrangements for its implementation cannot be made.

### Progress towards a national ICM program in Tanzania

Tanzania is in the first step of the ICM policy process. This step focuses on the identification and assessment of key coastal management issues. These issues are the basic building blocks for any ICM policy and program. To make progress on this step, the TCMP has prepared a series of background documents and initiated a consultative process. These documents have been developed to provide the necessary background information and an initial description of the issues to stimulate a deeper and broader discussion and analysis of the key coastal management issues.

The *Towards an Issue Profile* and the *Mariculture Issue Profile* reports were prepared by members of the Core (Policy) and Mariculture Working Groups of the TCMP. These working groups are inter-sectoral and inter-disciplinary; their members are experts drawn from relevant government, private and public institutions, including individuals having a stake in coastal and marine areas of the United Republic of Tanzania. Consultant teams were organized to support the working groups by addressing specific topical areas that required attention. Overall, more than 40 Tanzania professionals from over 15 institutions contributed in the background documents.



Preparation of these reports started in February 1998 when the Core and Mariculture Working Groups and Socio-economic and Legal Teams were formed by TCMP. The report preparation process then included the following key events:

- Collection, review and synthesis of available information: *the Working Group members consulted several sources of information in and outside the country.*
- Working Group meetings and workshops: *through meetings, workshops and retreats, the TCMP working groups and consultant teams shared experiences and assessed the prevailing issues.*
- Consultations with relevant individuals and institutions at local, national and international levels: *over 40 institutions and in excess of 100 individuals participated in this process.*
- Field observations: *members of working groups visited all coastal districts for ground truthing of the identified issues. The ICM field based programs and local government officials who guided the TCMP visits facilitated discussions about the issues at the grassroots level in coastal village communities.*

The ICM field-based programmes were critical to the development of these background reports and served as the primary source of information about the local situation and the pressing coastal management issues at the sub-national level.

## **Tanzania is faced with a variety of coastal issues that require urgent attention**

Through the process outlined above, the TCMP has initially identified urgent issues related to the following seven themes.

### **1. ISSUES RELATED TO MAINTAINING AND IMPROVING COASTAL VILLAGE WELL-BEING AND LIVELIHOODS**

Most rural coastal villages are very poor. The economy depends mainly on small holder farming, subsistence forestry, artisanal fishing, lime and salt production, seaweed farming, livestock husbandry, and small scale trade handicrafts. While most families in the coastal region are involved in more than one economic activity, many remain well below the poverty line. Lack of food security, communication and transportation infrastructure, livelihood opportunities and social services, coupled with poor performance of agriculture and fishing are major concerns which have resulted in a substantial rural-urban migration, especially to Dar es Salaam. To reduce the tendency of rural-urban migration and improve village life, there is a need to identify actions to increase productivity of current economic activities in rural areas; promote alternative, environmentally sustainable livelihood opportunities; and strengthen infrastructure and social programs in rural areas. **Hence, addressing the issues associated with the small scale, sustainable use of coastal resources is critical to poverty alleviation and slowing urban migration.**

Small-scale agriculture – Coastal agriculture, like in the rest of the country, is dominated by small holders, who form the core of the economy. Very low inputs and technology

characterize small holder farms. The majority of these farms are located in areas with poor infrastructure limiting market opportunities, as well as the availability and timeliness of the supply of inputs such as fertilizer and credit. This has affected labor and land productivity. Due to population increase in the coastal area, the urgent need for food security, and few successes in increasing coastal agricultural productivity, more arable land has to be turned into agricultural production resulting in expanded impacts such as soil erosion and sedimentation.

Artisanal fisheries – Artisanal fisheries feed coastal residents and contribute more than 96 percent of the nation's total marine fish landings. The artisanal fishery is concentrated in inshore shallow waters because of the limited range of fishing vessels. During the period of 1984 to 1994 (the last year for which data are available), the annual fish catch ranged between 45,000 and 54,000 tonnes for the mainland. Also during this period, the number of fishermen increased each year. Until 1990, increased effort resulted in increased catches; but during the last decade, catches have been on the decline, perhaps signaling that artisanal fishery is over-exploiting the stocks. Coupled with increased overall fishing effort has been the introduction of destructive capture techniques – including dynamite fishing or blasting, beach seining and poison fishing – all of which exacerbate the problem.

Coastal forests and mangrove cutting – Only remnants of the once extensive ancient forests of East Africa remain in Tanzania, occurring as isolated patches on hilltops and offshore islands. Extensive mangrove stands still remain, occupying about 115,000 ha of the coast. They are important and valuable resources to local communities providing food, fuel and building materials both for home use and sale; as well as playing a vital role in Tanzania's rich coastal ecosystem.

Maintaining and enhancing these resources for local use, identifying and supporting new opportunities to supplement village incomes, reducing pressure on the resource base, and developing mechanisms that encourage local stewardship and management of coastal resources are all issues that a national policy and programme must address.

## **2. ISSUES RELATED TO SHOREFRONT PLANNING FOR AND MANAGEMENT OF TANZANIA'S EMERGING COAST-RELATED ECONOMIC OPPORTUNITIES INCLUDING TOURISM, MARICULTURE, INDUSTRY, AND OIL AND GAS.**

Development and use of the coastal area is expected to increase, creating economic opportunities as well as putting unprecedented pressure on both the people and resources of the coast. To maximize the benefit of current and future development, and balance it against the needs of the nation and the individuals living on the coast, careful shorefront planning that is guided by clear principles and backed by enforceable practices will be necessary. Shorefront planning seeks to balance competing uses for land and natural resources, resolve conflicts among users, and balance national and local interest. It guides development as it is happening, trying to promote development in suitable areas and away from sensitive areas, as well as mitigate the impacts of existing activities. It

does not replace the sectoral responsibilities for reviewing and approving development. Instead it seeks to fill the gaps that exist between and coordinate among the sectors.

In addition to bringing a rational approach to siting shorefront development, a national coastal policy and programme needs to promote integrated and sustainable approaches to the development of major new economic uses of the coast so as to optimize benefits and minimize impacts. Likely emerging economic activities and their associated issues include:

Tourism – The coastline is endowed with numerous potential sites for tourism including historical and scenic sites. Old beach hotels are being rehabilitated, new hotels built and plots are continuously being allocated for tourism development along the whole coast from Tanga to Mtwara. Coastal tourism has the potential to generate significant employment and foreign exchange earnings. However, the expansion of tourism could also lead to:

- pressure on existing infrastructure and services;
- degradation of habitats, especially damage to coral reefs due to trampling and anchors;
- depletion of resources through collection of trophies, seashells and corals;
- beach erosion from poorly sited hotels and the consequent call for increased government expenditures to rehabilitate and protect private sector investments as well as downstream areas;
- localized pollution due to increased waste load; and
- cultural issues, reduction of public access to the beach and other conflicts between villagers and tourists.

Mining and gas/oil exploration – Tanzania has mineral, oil and gas resources in coastal areas that could make significant contributions to the national economy. While none of these resources have yet been exploited, Tanzania is about to embark on development of Songo Songo gas field. This will include large-scale off-shore gas extraction and an extensive pipeline system that will deliver the product to Dar es Salaam. There are also confirmed gas reserves at Mnazi Bay; however, specific development plans are not yet in place.

Mariculture – Mariculture is the rearing of finfish, shellfish and seaweed in a process in which at least one phase of growth is under the control of people. Tanzania already has an emerging, village-based seaweed farming industry, and is just entering into shrimp culture. Continued growth and diversification of the mariculture industry in Tanzania is expected at both the village level where mariculture is an alternative form of crop production and can provide income and protein; and at the national level where mariculture can provide many types of employment and generate foreign exchange. While mariculture can yield these benefits, it can also have major environmental and socio-economic impacts (see “learning by doing” box).

Industrialization – Seventy-five percent of the industry that exists in the country is located on the coast. Most industrial development is either light manufacturing industries or agro-processing plants and mills located in the urban centers of Dar es Salaam and Tanga. Industrial operations generate effluents that are regularly discharged into coastal waters because the industries do not have waste treatment facilities.

### **3. ISSUES RELATING TO EROSION RESULTING FROM THE EXTRACTION OF COASTAL RESOURCES**

Extraction activities along the coastal areas of Tanzania, are important contributors to the local economy, both in terms of monetary input and supply of raw materials for construction. These, along with other activities, contribute to erosion of the coast.

Sand mining – local operators generally do sand mining on a small to medium scale. The sand is primarily used as a building material within the area from which it was mined. Sand mining exists in most coastal towns but it is not done in coastal villages because they do not use cement for building. Sand mining has led to soil erosion along river banks and shorelines in Pangani, Muheza, Mtwara town (e.g. Chuno), Lindi (Mitema) and Dar es Salaam (Kunduchi) as well as to the change of river courses (e.g., Pangani River). In Dar es Salaam, it has caused damage and threatened structures like road bridges. In some places, abandoned sandpits have been turned into refuse dumps, posing a health hazard to nearby residential areas.

Quarrying – Quarrying targets materials other than sand, especially coral rag, which is used for construction. Quarrying in Tanga, Mtwara and Lindi regions is limited to areas near towns. Quarrying near shore in Mtwara region has led to shore erosion, land subsidence (e.g. Mikindani, Kajima quarry) and landslides (e.g. in Lindi Hill quarries). Quarrying in Dar es Salaam creates unsightly pits that are not reclaimed by landfill. Currently there is no control of abandoned pits, and data on the extent of quarrying is limited.

Coral extraction – One of the most destructive activities now allowed and even encouraged by some regional and district authorities is coral mining. Live and dead corals are extracted from reefs using pick axes, crowbars and other implements. The corals are brought ashore where they are piled on kilns and burned to produce lime for local building and trade. The environmental impacts resulting from coral mining include shore erosion, land subsidence, loss of scenic value due to abandoned pits, and loss of biodiversity. Coral extraction negates the efforts made to save the reefs from dynamite fishing.

## **Learning by Doing – Demonstrating Inter-sectoral Mechanisms for Mariculture Development and Management**

In order to learn about how inter-sectoral mechanisms work, and to test inter-sectoral approaches, mariculture was chosen as a pilot issue for analysis of the value added by using an integrated coastal management approach to an important economic development activity.

Mariculture development provides a good model for an ICM approach because it typifies many of the economic activities that are increasingly exerting pressures on coastal areas. From a governance perspective, it is a topic requiring close inter-sectoral coordination and cross-sectoral policy development. From an environmental management perspective, mariculture exemplifies the complex challenges of coastal development. Mariculture is most often conducted in the ecologically important area where terrestrial and aquatic habitats meet, and is closely linked to other coastal activities and characteristics. As with most coastal activities, the fundamental challenge in developing a sustainable mariculture industry lies in discovering ways to shape and guide economic development to enhance the quality of life for coastal residents, improve the economy of the nation, and maintain the quality of the resource base for future generations. Lessons learned in applying the tools and concepts of ICM to guide and integrate mariculture development will pave the way for addressing other development challenges.

As with the ICM policy process, the mariculture activity began by identifying and characterizing the environmental management and governance issues. Preliminary findings from the *Mariculture Issue Profile*, written by the Mariculture Working Group include:

- ❑ Objectives for mariculture development in Tanzania need to be carefully analyzed and chosen, recognizing the different issues and opportunities associated with small scale, village-based mariculture; and large scale commercial operations;
- ❑ Since there is not a comprehensive mariculture policy, the various sectoral policies relating to mariculture must be harmonized and integrated into a single statement that emphasizes environmental quality; strict enforcement of existing laws and regulations; and clarification of the permitting process;
- ❑ Mariculture guidelines that consider:
  - Innovative mechanisms for promoting “good practice” in Tanzania’s emerging mariculture industry
  - Clear EIA requirements that are part of the approval and permitting process
  - Monitoring frameworks, methods, criteria and procedures to provide feedback to regulatory and management institutions;
- ❑ Local authorities need more support from national government to facilitate village-based, small-scale mariculture initiatives; and
- ❑ A mechanism is needed in which the various stakeholders have an opportunity to participate in mariculture project planning and decision-making.

The Mariculture Working Group, in close cooperation with the key sectors, will now begin to select strategies and actions for addressing these findings.

#### **4. ISSUES RELATED TO MANAGING GEOGRAPHICAL AREAS OF CONCERN INCLUDING CRITICAL HABITATS**

Along Tanzania's 800 km of coast there are areas that require intensive, proactive planning and management because of especially important ecological or economic value, or because of intense user conflicts.

Critical coastal habitats including mangrove and coral reef areas – Tanzania's critical coastal habitats include estuaries, mangrove forests, beaches, coral reefs, and sea grass beds. These systems interact with each other and together supply the natural wealth upon which the nation's resource-dependent activities depend. The biodiversity of these systems is an important asset for the nation. There is growing concern that this resource base is already degraded, and that increasing pressures from a growing population and emerging economic developments will cause further damage. Currently, Tanzania is using a number of tools to promote good planning for and management of critical coastal habitats. **The National Mangrove Management Plan**, prepared in 1991 under the auspices of the Forestry Department provides a framework for sustainable use of mangroves. **Marine Parks** are "special management areas" for critical coastal and marine habitats with high biodiversity. They are managed under the authority of the Marine Parks and Reserves Act with management responsibility vested in the Board of Trustees. Currently there is only one Marine Park in Tanzania (Mafia Island Marine Park); however, there is potential for a system of marine parks to play a central role within the nation's overall ICM strategy. Finally, there are important local coral reef management initiatives in Tanga and elsewhere which provide promising models for critical habitat management.

Other geographic areas of concern – There are currently no mechanisms in place to initiate proactive planning and management of other coastal geographic areas of concern. The need to proactively plan for coastal areas where there are existing important economic facilities and infrastructure (e.g. ports), major new economic developments are planned, and/or to initiate processes to proactively identify and resolve potential user conflicts in areas undergoing rapid change is great, but unfilled (e.g., Kunduchi, Mnazi Bay).

#### **5. ISSUES ASSOCIATED WITH SUPPORTING LOCAL INITIATIVES, DECISION-MAKING FOR INTER-SECTORAL DEVELOPMENTS, AND BALANCING LOCAL AND NATIONAL INTERESTS**

Several pilot ICM programs are ongoing in Tanzania. These programs are making progress on a host of local issues, but are also identifying barriers that exist at higher levels of government that need to be removed if the full promise of community management is to be realized. Any national program must "solve problems" for these existing programs, as well as develop mechanisms to promote the replication of successful models. Furthermore, the lessons that have been learned in these specific sites need to be applied broadly by a national program.

Many well-intentioned actions and decisions are being taken at local and national levels, by central and local governments, companies, Non-Governmental Organizations (NGOs) and local communities to manage coastal resources. However, these actions are often taken independently of one another because Tanzania lacks clear mechanisms for multi-sectoral and collaborative approaches to face the complex challenges of coastal development and management. In an increasing number of cases, this sectoral approach has led to unanticipated consequences and the transfer of problems from one sector or geographic area to another. There are inadequate feedback mechanisms between coordinating agencies, decision-makers and implementing authorities at all levels of government. This makes it difficult to balance local and national interests that are not always the same.

## **6. ISSUES RELATED TO INFORMATION AVAILABILITY FOR AND USE IN DECISION MAKING**

Lack of data on coastal and marine resource status, trends and use inhibits good planning and proper management. It is also makes difficult the practical determination of enforcement priorities. Priority data acquisition needs include trend data on sand mining (Commission of Minerals), dynamite fishing (Fisheries Division), coral reef condition (Fisheries Division and Commission for Minerals), mangrove condition and loss (Forestry and Beekeeping Division), and ambient water quality and effluent discharges (Ministry of Water).

Currently Tanzania's research institutes are not mobilized or coordinated to address these critical and practical data gaps. Research concerned with protection of the coastal and marine environment in Tanzania is carried out on a sectoral basis, by a diverse group of institutions including the Tanzania Commission for Science and Technology, the Tanzania Fisheries Research Institute, the University of Dar es Salaam-Institute of Marine Science, the Kunduchi Fisheries Training Institute, and the Mbegani Fisheries Development Center. While there is interest in all of these institutions to direct research to address important management questions facing the nation, there are not mechanisms nor structures in place to bring managers and scientists together to establish priorities or exchange findings.

## **7. ISSUES ASSOCIATED WITH THE LACK OF HUMAN AND INSTITUTIONAL CAPACITY**

Tanzania has only limited individual and institutional capacity to manage the diverse resources within the coastal area. In the design report prepared prior to the inception of the TCMP, one of the major constraints identified for effective ICM was lack of human and institutional capacity at all levels. Training and education in Tanzania is delivered in a sectoral manner; hence, what capacity exists tends to be narrow and highly technical. In recent years, it has become clear that this is no longer an appropriate approach to meet the challenges of managing the coastal area. Coastal managers need proficiency in a broad range of technical areas, as well as skills and attitudes that promote participatory

processes, and integrative thinking and action. A capacity building strategy that addresses these needs is essential.

A second issue associated with lack of capacity is the need to match program goals and aspirations with existing capacity. While in Tanzania the needs are great and the issues urgent, creating a program that outstrips the country's capacity for implementation will necessarily result in failure.

## **MOVING FORWARD – NEXT STEPS TO DEVELOP A NATIONAL ICM PROGRAMME**

Tanzania is still in the early phase of the ICM process and is now focused on step one of the ICM Process – identifying and assessing the issues and goal setting. It is crucial that during this initial step, the program seek a sufficient consensus among key stakeholders – representatives from national, regional, district and village levels of government, resource users, private sectors and NGOs – of the issues that will eventually form the initial focus of the national ICM policy and program. Building on the participatory process that was used to develop the background documents that form the basis for this executive summary, the TCMP plans to continue its participatory process and work towards completing the first step of the ICM policy process by:

- ☐ Completing an **Issue Profile** that clearly states the critical issues a national ICM program should address, as well as an initial **strategic focus**.
- ☐ Preparing the **goals and objectives** for an ICM policy.

This work will be completed by the end of June 1999 the end of project year one. Concurrent with this core activity, the TCMP will implement activities that seek to put in place the foundation for improved governance.

Demonstrate Intersectoral Mechanisms – Mariculture will continue to be used to test inter-sectoral mechanisms and approaches. Over the next several months, TCMP will work towards addressing the findings of the *Mariculture Issue Profile*. In addition to addressing an immediate coastal issue of concern, the process will inform the ICM policy process both as to how it should address a specific issue, as well as provide valuable insights about how sectors can collaborate to formulate and implement policy.

Improve enabling conditions for ICM – TCMP will seek to promote learning between national and local government, develop a network of coastal practitioners that can learn from one another by sharing ideas and information, and build an informed constituency for coastal management. Key activities include: the production of a “Voices from the Field” video which will capture local issues using voices and images from local coastal communities to show at national meetings and workshops; the improvement of information flow among practitioners through a bi-monthly newsletter, an accessible



email discussion group, and a coastal management web page; and convening a “problem solving workshop” to address a pressing coastal management issue.

Build human capacity – By the end of project year one, the TCMP, along with the appropriate educational and academic institutions, will design a short course for coastal management to be delivered to coastal management practitioners in year two. This short course will be the first of its kind in Tanzania and in the region and will bring together a range of disciplines to learn about the practice of coastal management. TCMP will also continue to provide opportunities for learning by doing through its working groups and external training programs.

Learn from existing coastal programs – TCMP will continue to learning from experience both from within Tanzania and from ICM activities globally. As part of the issue identification process, TCMP will have extensive conversations with the existing ICM programs in Tanzania to ensure that local issues are being adequately addressed. TCMP will also work towards maintaining Tanzania’s position as a regional leader in the field by providing opportunities for its partners to participate in regional and international forums and meetings. At the same time, TCMP will also continue to bring global experience to bear on the coastal issues faced in Tanzania.

### 3.0 Summary of Plenary Report-Out

Meeting participants were divided into three groups (Blue, Green and Red) and asked to answer four questions regarding critical management issues presented earlier in the meeting. These included:

1. Maintaining and improving coastal village well-being and livelihoods
2. Shorefront planning and management of Tanzania's emerging coast-related economic opportunities including tourism, mariculture, industry, oil and gas.
3. Shorefront erosion resulting from extraction of coastal resources
4. Managing geographic areas of concern
5. Supporting local initiatives and decision-making for inter-sectoral development (coordination)
6. Information availability and use in decision-making
7. Lack of human and institutional capacity

**Question 1: Are the issues that have been presented the critical issues that should be addressed by a national ICM program?**

The meeting participants endorsed the issues presented by the TCMP; but made suggestions for improving the way issues were stated, and suggested that two additional issues be added. Specific comments include:

- Issue 1, rephrase to eliminate the word maintain, and refer to the well being of all beneficiaries of all coastal resources, not only villagers.
- Issue 2, expand issue description to include existing as well as emerging economic opportunities; clarify the meaning of shorefront or replace the word shorefront with coastal belt.
- Issue 3, rephrase issue so it encompasses the full range of activities that contribute to coastal erosion; and that it better reflects the complexity of the erosion issue.
- Issue 7, rephrase to: "inadequate" human and institutional capacity.
- Improve issue two: Sounds like the program is only going to address the issues related to the shorefront. Rephrase issue so it reads: Coastal planning and management of related economic opportunities within the coastal belt.

In addition, the following points need to be emphasized in the more detailed issue descriptions.

- Gender issues should be mainstreamed in the elaboration of all the issues.
- Agriculture is an emerging economic sector as well as an issue for village based economy.
- Small scale and informal businesses need to be valued and considered.
- Importance of monitoring needs to be emphasized.

- Capacity building issue should be expanded to emphasize the need to create awareness in the next generation. It was noted that local authorities were essential for delivering awareness-building programs.
- A discussion of how the TCMP can facilitate information creation and exchange should be added. It was noted that the problem of information availability and access extends beyond the coastal sector.
- Resource depletion and the central question of land tenure need more emphasis in the issue descriptions.

**Question 2: Have any critical issues that a national ICM program should address been missed?**

The group suggested two additional issue themes:

1. Issues related to coastal emergency preparedness and hazard reduction.
2. Issues related to cross-boundary problems (e.g. pollution; pelagic fisheries).

**Question 3: How could an ICM policy/program make progress on solving these issues?**

The meeting participants proposed the following broad ideas:

- Continue the TCMP consultative, participatory approach that involves the institutions and stakeholders at multiple levels (from village resource users to Ministers). Seek to expand the number of institutions and organizations involved in the process to make the consultative process even broader.
- Implement ICM policy formulation strategies that include:
  - Raising public awareness
  - Consultative meetings
  - Training and education
  - Early implementation actions to address critical and immediate issues.
- Continue to use a multi-sectoral approach
- Use the participatory process to facilitate broad support for any policy or legislative actions. (It was recognized that the TCMP is doing some, but needs to do more to pave the way for legislation)
- Recognize that adoption of a coastal policy may be one action or may include multiple actions, requiring changes to several sectoral policies.

**Question 4: What are the key actions (e.g., consultative meetings, critical decisions) that need to be taken to move from issue identification to the adoption of an ICM policy?**

- Clarification of terms and definitions (shorefront, waterfront and coastal zone).
- Prepare a Profile of the issues that consolidates the five background documents.
- Prepare a policy and implementation matrix that links issues with existing policies and legislation to determine policy adequacy, gaps and needs.

- Draft policy through a participatory process that incorporates national and international experience.
- Develop a strategy for implementation of the policy. The strategy needs to have incentives for implementation and financing considerations.
- Develop a procedure for monitoring, including bench-marking and indicators.
- Identify stakeholders and undertake consultative meetings.
- Take action (short-term measures) on critical issues (e.g. resource depletion) while the overall ICM policy is being formulated and adopted.
- Upon production of draft policy elements, before they are forwarded to higher authorities, call this same group of directors to review, discuss and make recommendations on the materials produced. From these policy elements, a coastal policy will be drafted using the appropriate and known mechanisms.
- Whatever is produced from the TCMP work should be disseminated in language and formats that resource users can understand and find useful.

## **4.0 Key Opening Remarks and Statements at the Policy Meeting**

### **4.1 Welcome remarks by the Permanent Secretary, Vice President's Office and meeting chairman, Mr. Peter Ngumbullu**

First and foremost let me take this opportunity to welcome you all to the Policy Meeting on Integrated Coastal Area Management in Tanzania. Allow me also, on behalf of the Participants and Organizers of this Meeting to express my gratitude and welcome the Guest of Honor, Hon. Edward Lowassa (MP), Minister of State in the Vice President's Office, who has kindly agreed to come and grace the opening of this meeting. This is a clear indication of the Hon. Minister's dedication and commitment to issues of environment and sustainable development and particularly to issues of integrated coastal management, which is the subject matter of this Meeting. Let me also, on behalf of the Office of the Vice President and on my own behalf, take this opportunity to thank you all for accepting the invitation extended to you to participate in this meeting despite your other schedules of work. This is an indication of the significant importance that you attach to the integrated coastal Area Management and related issues.

This meeting which you will be opening shortly is just the first installment of the ongoing process in the development of a National Integrated Coastal Management program. The meeting seeks to accomplish the following objectives:

- (i) To describe and chart out the complexities of coastal ecosystems and the challenges in managing the various dimensions of these complexities.
- (ii) To review the statements that describe the critical coastal management issues.
- (iii) To recommend the necessary key actions that move from issue identification to adoption of an integrated coastal management program.

The meeting is expected to produce the following out puts

- (i) Receive comments and contributions from the participants on the statements describing the critical coastal management issues. This is an important element given the complexities of the issues and their cross-sectoral nature, interest groups and the multiplicity of stakeholders involved in Coastal Management.
- (ii) Prescribe actions that the Tanzania Coastal Management Partnership (TCMP) can take to move forward from issue identification to adoption of an Integrated Coastal Management program (ICM).

The participants to this meeting come from the relevant government and public institutions with a lot of cross-sectoral and interdisciplinary experiences. Individual participants and their agencies have made substantial contribution to the Integrated

Coastal Management process. As most of these agencies are already actively involved in coastal management of particular aspects, this meeting is an important step towards linking and improving the current Sectoral efforts.

Before I request you to open the meeting, I have the honor to introduce to you three keynote speakers who will each briefly present some key aspects of the meeting i.e.; the Tanzania Coastal Management Partnership, the Integrated Coastal Management Program and the Global experience by the Coastal Resource Center of the University of Rhode Island and other countries in developing Coastal Management Programs.

The three keynote speakers are:

- Dr. Magnus Ngoile, Director General of the National Environment Management Council (NEMC)
- Ms. Lynne Hale, Associate Director, University of Rhode Island's Coastal Resources Center; and
- Mr. Ron Ruybal, Resource Management Officer of the USAID Mission to Tanzania.

#### **4.2 Remarks by the Director General of the National Environment Management Council (NEMC), Dr. Magnus Ngoile**

On behalf of the core partners of the Tanzania Coastal Management Partnership (TCMP) I wish to express my sincere delight and thanks to the Honorable Minister for accepting our invitation to officiate the opening of this Integrated Coastal Management (ICM) Policy meeting.

TCMP also wish to express its sincere gratitude to the Permanent Secretary in the Vice President's Office for agreeing to host and chair this important meeting that brings together heads, executives and senior representatives of key government and public institutions.

*To us this is a clear indication of your commitment, the Vice President's Office and Government towards the advancement of effective governance of our coastal resources.*

The audience at this meeting gives me and my fellow Partners confidence that we will achieve our goal: to assist the government in establishing a foundation for effective coastal governance that improves the quality of life of the Tanzania citizens.

The coastal area is endowed with vast resources of significant economic importance. Some facts - for the period 1980 – 1994, coastal regions contributed an average of about over 1/3 of GDP. The coast is home to over 75% of the countries industries. Tourism, commercial fisheries and mariculture, mining and gas exploitation, ports, and forestry products are potentially major economic contributors that depend on access to coastal resources. As importantly, coastal communities depend and access to these resources for

income and employment which include artisanal fisheries, small-scale agriculture, mining, forestry, small scale trade, mariculture- and food. Coastal areas are also the primary sites for human settlement- coastal cities of Dar es Salaam and Tanga are among the largest in the country.

As coastal areas continue to attract human settlements and economic interests, the pressure on the resources base will increase. This is especially true in countries like Tanzania where the forces of change are outstripping the ability to manage the coastal and marine resources in a wise and rational manner.

In Tanzania, the pressures can already be felt and seen - unplanned coastal urbanization, destructive fishing methods, irrational harvesting of mangroves and disposal of waste into the ocean, erosion, and conflicts between resource users. This trend will continue as we look towards the coast to feed our people, alleviate poverty and strengthen our economy. Therefore, pressure on our coastal resources and those tasked with managing them will continue to increase.

Tanzania is fortunate in that we are aware of the need to practice good governance and effective management of the coastal resources in order to develop sustainably the natural resources and associated environment. This awareness takes the form of Integrated Coastal Management (ICM). In other parts of the world like the Mediterranean and South East Asia the condition of coastal resources offer less opportunities for sustainable development.

However, to move the principles of ICM into practice, we need to capture and build upon the experiences of the multi stakeholder programs and projects, which are already in our coastal zone.

The success demonstrated by the local ICM programs is not only an indication that Tanzania can implement effective ICM programs but it also highlights the need to create a national ICM policy and institutional framework that can support these local programs and connect national needs to local actions. This is the essence of a national integrated coastal management policy.

The Tanzania Coastal Management Partnership (TCMP) was designed to address this gap. The program became operational in 1997 as a result of government's initiatives to build on efforts at regional, national and local levels. The TCMP is based on an in-depth and extensive consultative study in 1997 that highlighted the need to link for an overall framework that supports coastal management at the national and local level in addressing the following challenges:

- The lack of policy and regulatory clarity to guide ICM planning and decision making at both the national and local level;
- The lack of clear and mutually supportive linkages among national, local and private sector initiatives in ICM;

- The lack of human and institutional capacity for ICM at all levels; and
- The lack of direct linkages between ongoing ICM implementation activities and national policy

Therefore, **the goal of the partnership is to address these challenges and create a foundation for effective coastal governance.** To meet this goal, TCMP will engage in a dynamic process that seeks to unite the government and the community, science and management, sectoral and public interests in preparing and implementing an integrated program for the protection and development of coastal ecosystems and resources.

The TCMP activities are divided in two phases with Phase One (1997-1999) putting emphasis on policy articulation, development and testing of sustainable practices, and building the processes, constituency and structures required for sustainable coastal governance. Phase two (2000-2001) will concentrate on making initial progress on demonstration, applying and refining mechanisms and approaches.

Phase one concentrates on achieving the following results:

- The formulation of a meaningful national ICM policy that is effectively applied to coastal problems at both national and international level.
- The definition and application by government, business and communities of sustainable practices for emerging coastal economic opportunities. This entails a focus on emerging economic opportunities such as mariculture, tourism, gas exploration and fisheries and the recognized need to consider economic development within a broader ICM context.
- Improve the enabling conditions for integrated coastal management, especially the interface among sectors and between local and national government.
- Increased institutional and human capacity for ICM

The partnership can only achieve these results through close collaboration with the existing network of ICM programs and practitioners, coastal communities, local government and you, national government officials.

I am pleased to inform you that the TCMP has made some progress since it began work in April 1998. Through its primary engine - the Interagency Working Groups that draw representatives from key government, public and private institutions- the TCMP has identified pertinent coastal management issues. We will discuss these issues later today. In addition, the TCMP has produced a series of background documents, which you have already received, that provide the basis for these issues. And lastly, TCMP has also begun to foster closer collaboration between key sectors and existing ICM programs on ICM activities and issues.

The National Environment Management Council and its Partners have confidence that this unique ICM policy meeting is an important first step towards effective management of coastal resources. There are many more, equally important steps that will follow. The National Environment Management Council guarantees its commitment to fostering the



development of ICM and will continue in facilitating and providing a platform for the integration of the multi-faceted interests, which should result in a practical ICM policy for our mutual benefit.

I wish to express my gratitude for the support extended by the USAID Mission to Tanzania and the University of Rhode Island's Coastal Resource Center. The support provided by the USAID Mission Director, Madame Lucretia Taylor and the Mission's Strategic Objective Number Two (SO2) Leader Mr. Ron Ruybal "Cisco" has been inspiring.

The technical guidance by the Coastal Resource Center and especially by Madam Lynne Hale the Associate Director, who is also here to share with us her experiences in ICM, has been the key element of the Partnership.

This meeting would not have taken place if the esteemed participants didn't respond to our invitation. May I express my heartfelt thanks to you all for accepting to devote an entire day to guiding the government and the TCMP in its pending tasks. Together, as partners, we can build a program that safeguards our coastal resources for our generation and for those generations yet to come.

Hon. Minister, Mr. Chairman, Ladies and Gentlemen, I thank you for your attention.

### **4.3 Global Experience in Coastal Management by the Associate Director, Coastal Resources Center University of Rhode Island, USA, Madam Lynne Zeitlin Hale**

It is an honor and a privilege for the University of Rhode Island's Coastal Resources Center (CRC) to be working in partnership with the Vice President's Office, NEMC and all of your departments on this important initiative to develop a national policy for Tanzania's crucial coastal resources.

For over 25 years, CRC has been working with partners from government, NGO's, the private sector and civil society both in our own state of RI and, in partnership with USAID, over 15 nations in Latin America, Asia and Africa to formulate and implement effective ICM programmes. Partnerships, service and commitment underlie CRC's approach.

In addition to supporting its substantial family of field programs, CRC maintains active, complementary Regional and Global programs aimed at promoting effective coastal governance worldwide. This includes:

- participation in global initiatives to try to link the good intentions of international initiatives with the realities of implementing coastal management on the ground;

- developing and disseminating guidelines and tools to help the growing family of coastal management practitioners be more effective and efficient; and
- training and education activities to build the capacity.

We feel especially honoured to be working in Tanzania; for Tanzania is the regional leader in ICM; and is one of only two African nations (the other being South Africa) currently working to develop a national ICM program. Hence what happens in Tanzania is being closely watched by and will have a major impact on ICM initiatives throughout Africa, as well as globally.

I have been asked to say a few words about how international experience can inform the Tanzanian national ICM policy development process. I will try to do this briefly.

Perhaps the most important lesson from international experience is that **there is no formula or one correct model for ICM**. Each country must invent a unique programme that reflects the society's aspirations and issues, and fits its unique social, political and cultural context. There is, however, a large and growing body of experience from around the world – both in failure and success – upon which Tanzania can draw.

But, first, much talk about ICM often sounds theoretical...and Mr. Chairman, you may ask what tangible results can countries point to as a result of their hard efforts to establish coastal programs. Let me give a few examples.

**Countries with coastal programs respond better to major development proposals.**

Such programs bring order, predictability and transparency to the development process by managing and/or regulating specific activities that occur along the shoreline. The purpose is not to stop development, but to make better development decisions, in a more transparent and predictable manner.

For example, in Sri Lanka the first developing country to adopt a national coastal program, new hotels are constructed with adequate setbacks, reducing erosion problems and the demand for public expenditures for expensive shorefront protection works. The coastal program also works to reduce conflicts between hotel owners, villagers and fishermen; and has successfully negotiated for public access and facilities for fishermen as part of permitting major hotel development schemes.

**Countries with coastal programs also plan for and manage selected coastal geographic units or ecosystems** that are of special concern for any one of a number of reasons. For example, ICM programs have helped protect coral reefs, mangroves, and beaches both inside and outside of national marine parks.

In Philippines, Mexico, and Indonesia, coastal programs are helping small communities designate and manage small municipal marine reserves that protect important coral reef areas, and increase both fish stocks and fishermen's incomes. In Ecuador and Philippines, they help clarify citizens' rights and responsibilities for mangrove use in

specific areas then work with government to formalise rights and responsibilities in user agreements and mangrove stewardship leases.

**Coastal programs also help government take an integrated approach to coastal development.** This means they help co-ordinate among agencies with an interest in and/or responsibility for a sector to bring a more comprehensive approach.

For example, in Thailand, the ICM program worked with 9 government agencies to develop a national coral reef strategy that promoted the crucial tourism industry while maintaining reef quality; and in Ecuador, the coastal program works to balance local and commercial interests in an integrated approach to shrimp mariculture.

**ICM programs have also helped improve implementation and enforcement of existing environmental laws and programs,** through public education to promote compliance, increasing professional and institutional capacity and co-ordinating enforcement efforts.

In Ecuador, enforcement of existing coastal environmental laws is being improved through the co-ordination of existing field personnel through a multi-agency Ranger Corps authorised under the coastal program, and organised under the leadership of seven Navy Port Captains along the coast.

The nations I have mentioned exhibit enormous variability in their coastal management programmes, in the specific issues they address, how they address them, and in what impacts they have. They do, however, share a set of common attributes.

I would like now to review some of these attributes and put them within the international context.

International experience reveals **that coastal policy formulation is largely governance process;** a process that is both cyclical and generational with the scale, scope and complexity increasing with each generation. No coastal management program or policy achieves all of its aspirations in a single “generation.” If a programme is strategic, it will define in general terms an end goal and then carefully and pragmatically define its intermediate objectives for a given generation of the policy cycle.

International experience also points to a number of Critical Success Factors for Initiating ICM Programs. In the interest of time, I will only mention six of them:

First, **stakeholder participation in all phases of the program design and implementation is essential**; Successful coastal management programs provide for the meaningful involvement of those who are affected by the coastal development process and the implementation of coastal management policies. International experience repeatedly demonstrates that programs are only successfully implemented and sustained where there are constituencies who are active advocates for improved resource management. Participatory methods engage people who have a stake in the outcome of the management effort, and give them a voice in management decisions.

Second, since a coastal management program lays out in specific terms a nation's shared goals and policies, **it is essential that the process by which it is developed and refined is "owned"** by the government and people of the country and not driven by outsiders or external agendas.

State and local government also must feel ownership of a national program. And to do so, the benefits and value of a national program to local levels must be clear.

Third, **the integration in coastal management is what distinguishes the endeavour from traditional sectoral programs**. The forms of integration required by coastal management are several.

*Integration is required among governance levels.* One dimension of integration is between "top-down" and "bottom-up" approaches to resource management and policy reform. A "top-down" approach focuses upon central government, its procedures and structures, and the need for national policy reform. A "bottom up" approach works to enable change at the community and local government level, with the hope that success at the local level can be transferred and multiplied across society.

*Integration is also required among sectors, institutions and disciplines.* This is an imperative in coastal management planning, research, policy formulation and implementation. The complex overlay of issues and institutions along coastlines makes it impossible for a single agency to meet the challenges of management alone. Success lies in forging partnerships among institutions, among user groups and those who provide technical assistance. Building such productive and sustainable partnerships is not easy; and incentives are essential.

Fourth, the management of complex systems like the coast cannot occur in the absence of science. **The natural and social sciences are vital to finding solutions that can be implemented**. It is important that science has clearly defined roles within the planning process. Judgments on what research and what technology will be most useful and appropriate in a given setting is best made by managers and scientists working together through all the steps in the coastal management process. Increasingly scientists and managers are also recognizing the important contributions of traditional knowledge.

Fifth, one of the most common mistakes in the initiation of coastal management programs is to set objectives and place workloads on implementing institutions that outstrip their

capacity. The result is that tasks are poorly executed, the time required to meet key objectives lengthens and the credibility and efficiency of coastal management endeavours are put at risk. **It is important to realistically match the scale and objectives of a program with the capacity of the institutions involved and the strength of the constituencies affected.**

At the same time, investments that build both individual and institutional capacity for effective coastal management need to be made so that program can be expanded. There is considerable evidence that reallocating responsibilities among governmental agencies, restructuring ministries and creating, new ministries do not necessarily bring the anticipated benefits. Major human activities will continue to be organised and managed by sector. The challenge frequently lies as much in promoting collaborative behaviour, and rethinking the objectives of development, as in restructuring how responsibility and authority is allocated within the structures of government.

Lastly, international experience clearly suggests **that successful policy formulation requires that a series of clear choices be made.** It is especially important that these strategic choices be made at the appropriate time in the cycle of policy development, with sufficient consultation and information. The first area of strategic choice concerns the scope of policy; this is the emphasis of today's discussion.

The importance of maintaining a strategic focus throughout a coastal management program's development and implementation process cannot be overstated. No single program, even an integrated one, can solve all the problems of the coastal region. Deciding which issues to address; and where and when to address them is among the most crucial decisions that a program makes. Programs fail when they try to do too much at once, are spread too thin, and then are seen as either irrelevant or a barrier to solving the problems society deems important.

Hence considerable time is needed to define the issues, problems and opportunities upon which a program should focus its efforts. This choice must be based on input from decision-makers, managers, resource users, and scientists; and then a broad consensus among all key stakeholders, with emphasis on those who will be affected by a coastal program, must be reached that the coastal program should indeed address these issues.

Other critical choices will need to be made as the policy process progresses. For example, a major strategic choice will ultimately have to be made regarding the appropriate functions and institutional arrangements for the implementation of the coastal policy and program. A key lesson from international experience is that discussions on institutional arrangements should not be made prematurely. Until it is clear what the goals, objectives, functions, and approach of the programme will be, wise choices about the best institutional arrangements for its implementation cannot be made.

When I was last in Tanzania in February to help initiate the TCMP at an orientation workshop, I was impressed by both the great urgency for developing an effective coastal policy; and how fortunate Tanzania is to have already in place many of the essential

building blocks for effective policy development. And, in getting ready for this trip and thinking about the critical success factors for ICM, I was struck that I see nearly all of them in the process that has been initiated in Tanzania.

The opportunity for substantial forward progress in sustainable utilising Tanzania's substantial coastal resources and addressing existing and future management issues is great. With bold, positive and sustained action on all of your parts Tanzania can ensure that its coastal resources remain a source of sustainable wealth for the nation, and a stepping stone to an improved quality of life for its coastal residents.

I thank you again for inviting the URI Coastal Resources Center to work with you, we are committed to helping in whatever way we can.

#### **4.4 Statement by the United States Agency for International Development (USAID) Mission Director, Madam Lucretia Taylor presented by Mr. Ron Cisco Ruybal:**

It is a great pleasure for me and the USAID Mission to Tanzania to be addressing this important audience.

USAID is proud to be supporting the Government and people of Tanzania under the leadership of the Vice president's Office and the National Environment Management Council (NEMC) as you work to strengthen the ability to manage the Tanzania coastal regions and resources. Your dedication to the wise management of your coastal areas is commendable. Your actions today and over the next few months will help Tanzania become the first country in East Africa to have successfully implemented a national Integrated Coastal Management in Tanzania.

The Tanzania Coastal Management Partnership (TCMP), is part of a family of natural resources management activities supported by USAID in Tanzania. In addition to developing a meaningful coastal management policy, USAID's natural resource management activities also seek to improve the management of targeted protected areas, enhance collaboration among stakeholders and improve the functioning of community based natural resource management regimes.

The wise and sustainable use of coastal resources is an important endeavor that serves the people of today and the generations of tomorrow. Globally, and in Tanzania, coastal areas have great potential for economic development, to support coastal populations, and to provide important habitats for some of the world most endangered species. As Tanzania continues to move towards an open market system and looks at the yet un-tapped resources of the coast for economical development, the need for a national coastal management program becomes ever more urgent.

In my own country, we have experienced major coastal development in the absence of policy and management measures – and many, many costly mistakes were made. When Integrated Coastal Management was introduced in 1970s, many people and especially the developers were skeptical to this management option, thinking it was about stopping

development and disintegrating the established sectors and institutions. But over time, what coastal management has achieved in the US is a way to make development more predictable, more sustainable and more equitable. The sectoral and institutional activities became more coordinated and coherent.

I am very encouraged by how Tanzania is moving towards effective coastal management. As we are all aware, there are already several excellent field based projects which are working towards solutions to issues of coastal management at the local level. These efforts are already producing tangible benefits. However, what is lacking, is a national policy framework that can connect these successes. Hence USAID is supporting a broad partnership lead by the Vice President's Office and NEMC to develop a foundation for effective coastal governance. The Partnership seeks to develop and apply a national ICM policy and program that builds bridges between local and national levels of government, private sector and coastal communities.

The Tanzania Coastal Management Partnership is a critical program that is off to an excellent start. USAID is encouraged and gratified by the participation of all of you in the process. We are particularly pleased with the many partnerships that are being formed between the NEMC and government sectors and agencies, between national government and local authorities, NGOs and private sector.

With these partnerships beginning, the possibility of truly participatory and transparent process of coastal policy development that yields a coastal policy framework and enjoys broad and deep support within both government and society; and hence can be effectively implemented is within our reach.

USAID is committed to being a good partner, of supporting this initiative fulfill the potential it has, so that this and future generations of Tanzanians can enjoy the many benefits of the coast.

Your input, both today and in future, is critical to the success of coastal management process in Tanzania.

I thank you again for making this to happen and look forward to your continued participation as we move forward together to develop a national coastal management policy framework.

#### **4.5 Statement of the Hon. Minister of State, Vice President's Office Mr. Edward Lowassa (MP)**

Allow me to express my sincere gratitude to all of you for accepting our invitation to participate in this policy meeting on Integrated Coastal Management and for inviting me to officiate this meeting. It is a great pleasure to note that most of the key sectors and institutions responsible for coastal and marine environment management in this country

are represented at this meeting as we are all stakeholders in issues related to coastal and marine environment. Hence this meeting offers a great opportunity for us to get to know each other and, more importantly, discuss policy issues that are related to sustainable coastal development, the common goal that binds our interests.

This is a unique gathering. We note that Ministers and Permanent Secretaries through cabinets and inter-ministerial meetings respectively, have established fora, which provide for collective decision making. However, it has not been possible so far to establish a forum for Directors, Commissioners and Heads of government departments. The Coastal and Marine environment is one of those fields of specialization where decision-makers should be assembled into a forum to discuss issues of common interest. May I therefore, take the opportunity to congratulate the organizers and the TCMP partners for making this meeting possible. It is my anticipation that as we proceed with the formulation of effective governance for our marine and coastal resources, we will be meeting frequently and will potentially, serve as a model for addressing issues of cross-sectoral nature that involve many stakeholders.

Let me also take this opportunity to explain, albeit briefly, on the efforts the government in the area of environment policy and management to which coastal and marine management plays a significant part is taking that. Let me point out at the outset that the government has demonstrated and is taking keen interest in the effective management of its natural resources and the quality of environment. Tanzania is a signatory to a number of critical international conventions, including:

- The Convention on Biological Diversity;
- The UN Convention to Combat Desertification;
- Vienna Convention on the Protection of the Ozone Layer
- The Montreal Protocol on Substances that Deplete the Ozone Layer
- The Convention for the Protection, Management and Development, of the Marine and Coastal Environment of the Eastern African Region, as well as
- The UN Framework Convention on Climate Change which last year resulted in the Kyoto Protocol which among others establishes mechanisms to assist both developing and developed countries attain the objectives of the protocol.

In addition Tanzania has taken measures to develop strategies and policies to guide environmental management, including the National Environmental Action Plan, development of a National Conservation Strategy for Sustainable Development and the recently approved National Environmental Policy. **In brief, the overall policy objectives of National Environmental Policy seeks to provide the framework for making fundamental changes needed to bring environmental considerations into the mainstream of decision making in Tanzania.** The policies, therefore, seeks to provide guidelines, plans and give guidance necessary to the determination of priority actions, and provide for monitoring and regular review of the various policies, plans and programs on environment. It therefore provides for sectoral and cross-sectoral policy analysis in order to achieve compatibility among sectors and interest groups and provide for synergies among them.



The Government sees public participation and coordination as being pivotal to environmental management. If sustainable development is to be our common goal it must involve interests and actions not only of Government but also of all Tanzanians. Environmental management must be the responsibility of everybody where every one of us has the opportunity to make environmental responsible choices that can reduce or minimize adverse impact on environment and promote sustainable development through cooperative efforts at all levels of the society. **The actions of all Tanzanians, those of our neighbors and all the inhabitants of the earth as consumers, producers, business operators and as policy makers will have a great impact on environment at local, regional, national and global levels.** Therefore, globalization of environmental considerations in our policies and programmes and their coordination is essential if we want to achieve sustainable development. I believe this policy meeting on Integrated Coastal Management in Tanzania is meant to achieve these objectives.

In Tanzania a multiplicity of organizations are involved in activities that in one way or the other, are effected by environmental management, including sectoral agencies responsible for natural resources, municipalities, district and regional administration, NGOs/CBOs, individual and commercial resource users and industry. We also recognize that land and resource tenure regimes, laws and regulations and other practices surrounding resource use, management and allocation, all make up part of the diverse and complex institutional as well as legal framework for environmental management and planning in Tanzania. It is for this reason that the Government through the Office of the Vice President in collaboration with all the stakeholders and donor agencies has initiated a formal review of the institutional arrangements for environmental management as well as its legislative framework. This study will address the institutional options available to government in improving environmental management and planning in Tanzania. **In essence this will involve looking into various areas including rationalization of central functions and institutional mandates, alternative institutional models and the financing of environmental priority programmes.** The institutional analysis will, therefore, focus on major problems that have been identified in the National Environmental Policy, namely, land degradation, lack of accessible good quality water for urban and rural inhabitants, environmental pollution and cleaner production processes, loss of wildlife habitats and biodiversity, deterioration of ecosystems and deforestation. As you are very much aware our marine resources too are being rapidly depleted, because of the non-conventional and short-cut methods adapted by some of our artisanal fishermen and pollution and poor management strategies are threatening the productivity of lakes, rivers and coastal and marine waters.

Our coastal and marine environment contains diverse and valuable ecosystems of high productivity and biodiversity, and offer unique habitats for many species. These ecosystems contribute significantly to livelihood of our coastal communities and economy of our country. Because of this, our coast must be managed properly. The need for proper management is becoming increasingly important as the pressures on coastal resources grows both here and at global levels. The current figures indicate that about 60% of the world population live within 60 kilometers of the coast. In Tanzania it is

estimated that about a quarter of the country's population lives in the coastal regions which amounts to about eight million people. It is basically for these reasons that the Policy on Integrated Coastal Management must address conservation and sustainable development, which is a focus of the National Environmental Policy.

As you will realize, our coastal regions are very important for the future social and economic growth of this nation. They are rich in natural resources and currently contribute more than proportionate share of the national income. Currently, 75% of the country's industries are located in coastal regions. There is a substantial and un-tapped potential for agriculture, mariculture and fisheries, tourism, shipping, gas exploration, urban development, small-scale mining and manufacturing. Whether this potential will be tapped in a sustainable way, ensuring both short and long term benefit to Tanzanians, will contingent upon the decision that we make in line with our development objectives. We have to take into account development that meets the needs of the present without compromising the ability of future generations to meet their requirements. This development therefore must be done within the carrying capacity of the supporting ecosystems

What I have pointed out is just an attempt to show that coastal areas are very important. Some would argue that they are the most important habitats on this planet. Statistics certainly show that coastal areas support the majority of human kind. As I have just mentioned, the economy of this country and the health of our coastal communities depend on how we are using our coastal resources. It is a matter of urgency to wisely manage this strip of land and water correctly for our own and future generation's well being. Any development activity should take into consideration of the peculiarities of the coastal areas, the needs of the coastal communities and the country's national interests. Sustainable development of our coastal areas also means balancing local and national interests - whereby economic and social activities of a coastal development are integrated within our national programs, and priorities regardless whether these are undertaken by the public or private sector.

The National Poverty Eradication Strategy of 1998 reflects the need to establish plans and programs within the principles of good governance, coordination and people's participation. One of the principles of good governance is that, "poverty eradication concerns should be incorporated in all development policies and plans." This ties closely with the principles of Integrated Coastal Management. Similarly, among the objectives of the National Environmental Policy, is to ensure that sectoral policies and programs aim at alleviating poverty while taking into consideration the sustainable utilization of natural resources. This too relates closely with the principles of Integrated Coastal Management. However, what we are noticing in Tanzania as we deal with the various issues, it is evident that population growth is turning the availability of resources into one of the most critical factors in the equation of sustainable development, poverty eradication and environment. Environmental problems have evolved over a long period of time and sources of environmental neglect are visible in many parts of our country. The capacity of land and water resources to provide food and other basic needs is being exceeded in areas that previously provided ample sustenance. These have caused high economic and social costs to the nation.

Just to emphasize this point, there is a clear cause and effect relationship between poverty and environmental degradation. As a result of this, **about 60 per cent of the World's poor people who are involved in various economic and social activities live in areas that are either marginal or environmentally very sensitive.** In addition, displacement of population due to growth rates or emergencies have resulted in concentration of poor people in ecologically fragile zones in the urban and rural areas. The livelihood and security of such population is constantly threatened by uncertain precipitation and cyclical drought patterns brought about by various factors such as the El Nin`o effects, among others. **Thus, environmental degradation leads to widespread poverty: equally, poverty is a habitual cause of environmental degradation as it undermines people's capacity to manage resources wisely.** Problems of poverty, ill health and others that plague the majority of the people in Tanzania and the developing World are as much as environmental as they are developmental. Therefore, to effectively tackle these environmental problems, there is a need to view issues of environment and development within the context of sustainable development.

I understand from the programme of your one day meeting, that you will be discussing a number of key policy issues that relate to integrated coastal management in Tanzania, namely, the complexities of coastal ecosystems, and some of the critical coastal management issues. You will also look at these issues as they relate to trans-boundary aspects, that is, international and regional and as they relate to the national framework for coastal management and the National Environmental Policy. The office of the Vice President is looking forward for this meeting to come up clearly with the critical coastal management issues and a mechanism for implementing the Integrated Coastal Management programmes with the priority ranking of the various components and their sequencing. This should provide a mechanism for sound investment, management and sustainable use of our coastal areas and natural resources while at the same time addressing concerns of poverty eradication.

To some of you this is not the first time to meet and discuss policy issues related to Integrated Coastal Management (ICM). There have been several fora either within or outside the country where ICM issues have been deliberated and Tanzania has always participated and demonstrated commitment in putting ICM into practice. Tanzania does this because it is our goal to ensure that the coastal areas and their resources are sustainably managed as I have pointed out in my earlier remarks. You will recall that Tanzania actively participated in the development of the UNEP Regional Seas Program. Also Tanzania has ratified the Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region (Commonly known as the Nairobi Convention) that endorses the importance of ICM as a tool to achieving sustainable use of coastal and marine resources. In 1993 we hosted the first Inter-Ministerial Conference on ICM in Eastern Africa and Island States. This memorable event, held in Arusha, recognized ICM as the best tool to address the multiplicity of issues involving the coastal areas. Thereafter, Tanzania translated this regional experience into local actions by developing a number of ICM local or field-based projects and programs. Initiatives like those in Tanga, Lindi/Mtwara, Mafia and Rufiji are successfully putting ICM principles into practice.

At the national level, Tanzania has taken several important steps towards developing a national ICM program. In 1995 we held a high level National Workshop on ICM in Zanzibar where Permanent Secretaries of all key ministries for the coastal and marine areas agreed and signed to support the creation of a national ICM program. The Tanzania Coastal Management Partnership (TCMP) is part of the implementation of the recommendation of the National ICM Workshop and demonstrates our Government's commitment towards effective coastal governance at a policy level. A national policy framework is clearly needed to bind together the formative experience being gained at the local level, to support these locally based initiatives and to provide a mechanism that can cut across sectors to address issues of national concern. I am confident that we are moving in the right direction. The recently concluded Pan African Conference on Sustainable Integrated Coastal Management (PACSIKOM) which was held in Maputo - Mozambique, the Ministers called upon all African Coastal and Island states to establish national ICM programs and policies. We, through the TCMP, have already taken important steps towards a national program and, because of our actions at the local and national levels we can offer to our fellow African Coastal States our lessons and experiences. We have been leading the Eastern Africa region on ICM issues and now, with our new focus at the national level through the partnership, we are considered leader in the field of coastal management probably for the entire continent. **However, let us not be complacent, we must continue to move quickly and boldly to put into place an effective policy** framework and implementation mechanisms that will help us move ICM principles into practice.

Before I conclude my remarks allow me to take this opportunity to thank USAID for accepting the government's request to support a national ICM Program and for being a true partner to this initiative. We appreciate the tireless effort and strong leadership given by Madam Lucretia – the Mission Director and Mr. Ron 'Cisco' Ruybal to make this Partnership a reality. We also appreciate the technical support provided by the Coastal Resources Center of the University of Rhode Island. Efforts made by Madam Lynne Hale the Associate Director and her team is highly appreciated. Let me assure you that the Government of Tanzania is committed towards achieving the expected results of this Partnership. It is my expectation that this cooperative effort among the partners will produce the expected results. Let me also acknowledge the support rendered by various donor agencies to our field based programs with which TCMP is working. Tanzania has a vast coastal area necessitating the input of many donors with the shared purpose of improving the quality of life of communities, which depend on coastal resources and establish a sustainable use of our coastal areas and their natural resources.

Finally I would like to conclude my remarks by reiterating that the government of Tanzania is committed to this process. We are looking forward to this policy meeting to deliberate on these critical issues and come up with concrete proposals that will assist and guide the process that we are carrying out.

With these remarks, it is now my pleasure to declare the Integrated Coastal Management Policy Meeting officially open and I wish you every success in your deliberations.

I thank you very much for your kind attention.

## **5.0 Policy Meeting Agenda**

**Chairman:** Mr. P. Ngumbulu, Permanent Secretary, Vice-President's Office

### **9:00 OPENING**

#### ***Key-note remarks***

- Dr. M. Ngoile, Director General, National Environmental Management Council.
- Ms. L. Hale, Associate Director, University of Rhode Island's Coastal Resources Center
- Mr. R. Ruybal, Natural Resources Management Officer, United States Agency for International Development (USAID) Mission to Tanzania.

#### **Opening Speech**

- Honorable E. Lowassa (MP), Minister of State, Vice President's Office

### **10:30 TEA**

### **10:45 CRITICAL COASTAL ISSUES**

*Facilitator: Dr. M. Ngoile*

- TCMP Issue Identification Process  
*Mr. M. Amaral, TCMP Project Support Unit*
- Critical Coastal Management Issues  
*Mr. J. Daffa, TCMP Project Support Unit*
- Questions and Discussion

### **12:00 LUNCH**

### **1:00 DISCUSSION OF COASTAL ISSUES**

- *Red Group (Facilitator: Mr. J. Daffa, TCMP)*
- *Blue Group (Facilitator: Mr. G. Mwamsojo, NEMC)*
- *Green Group (Facilitator: Mr. A. Chande, TAFIRI)*

### **2:30 PLENARY REPORT-OUT**

*Facilitator: Dr. M. Ngoile*

### **3:30 TEA**

### **4:00 CONCLUSION**

### **4:30 RECEPTION**

## 6.0 Participants at the Policy Meeting

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